

September Issue

The C.A.U.T. *Bulletin*

A Publication

Of The

CANADIAN ASSOCIATION

OF

UNIVERSITY TEACHERS

VOLUME 11 NUMBER 1
SEPTEMBER 1962

CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS

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(31 Aug. 1962) 4,258

Number of Associations : 38

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Published six times a year. Subscription Rate: 1 year for \$3.00.

Executive Secretary: Dr. J. H. S. Reid, C.A.U.T. National Office, Room 603, Commonwealth Bldg., 77 Metcalfe St., Ottawa, Ont.

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Telephone: UNiversity 6-1812.

Printed by Quality Press Limited, Montreal.

Authorized as second class mail by the Post Office Department, Ottawa, and for payment of postage in cash.

THE JUNE MEETINGS

An Editorial

The annual C.A.U.T. meetings of both the National Council and the general membership took place at Hamilton on 12 and 13 June. As is usually the case a number of issues of vital importance to C.A.U.T., and to the profession generally, were dealt with.

This year's executive committee, as elected by Council, will be as follows :

<i>President</i>	—	Professor EMILE GOSSELIN (Laval)
<i>Past-President</i>	—	" A. W. R. CARROTHERS (UBC)
<i>Vice-Presidents</i>	—	" R. W. TORRENS (Western)
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<i>Secretary</i>	—	" E. D. MAHER (UNB)
<i>Treasurer</i>	—	" D. W. SLATER (Queen's)

The highlight of the annual meeting was an address by Professor Fritz Machlup of Princeton University, President this year of the American Association of University Professors. His subject was a timely one — *Academic Freedom, Tenure and Autonomy*. In outlining the fifty years of A.A.U.P. experience with these issues, Professor Machlup underlined the common nature of academic experience on both sides of the border.

At the public meeting on the evening of June 12, a panel of very well-known spokesmen discussed the question, "How good are Canadian universities?" While inconclusive in its findings, the panel contributed probably the liveliest and most enjoyable of all the learned societies sessions. To Professors Frank Underhill and Arthur Lower, and to Dr. Eugene Forsey and Dr. Marcel Fari-bault went the thanks of the Association and of the audience.

One of the actions of the National Council meeting which will be warmly applauded by all members was the decision to elect to honorary life membership three persons who have contributed enormously to the success of

C.A.U.T. : Professors Vern Fowke of Saskatchewan, Fred Howes of McGill, and Frank Underhill of Toronto.

A subject of continuing interest is that of the alleged R.C.M.P. activity on the campuses of Canadian universities. After considerable discussion it was agreed that a resolution on the subject, expressing disapproval of the practice of investigating political or religious beliefs, should be submitted to member associations for their consideration. This resolution will be on the agenda for the November Council, as will be a report of the meeting between the Minister of Justice and C.A.U.T. representatives on 20 August.

A very important decision was taken when Council agreed to an Executive Committee recommendation that a Research Assistant should be added to the National Office. It is hoped that next year this new officer — preferably some one with economic and/or statistical training and with experience in the French-speaking universities — will be available to assume the duties of surveying the whole area of professional economic status (salaries, pensions, insurance, etc.) and of helping to shape a more vigorous and better-informed national policy in this area. The new president, Professor Emile Gosselin, is chairing the committee to receive inquiries and applications for the new post.

Reports were received from a number of committees. That of the University Financing Committee appears in this *Bulletin*; its recommendations will come before the November meeting. Interim reports were received from Professor Verschingel's Committee on Tenure Practices, and from Professor McKinnon's Committee on Sabbatical and Study Leave. These reports have been circulated to the local associations for their discussion, and further reports will be made in November.

A report was received from the Committee under the chairmanship of Professor Scott Gordon to recommend a set of basic principles governing the acceptance of political nominations by academics, and the report was approved by Council. Its terms have already appeared in the *Bulletin*.

REPORT OF THE PRESIDENT TO THE ANNUAL MEMBERSHIP MEETING, McMASTER UNIVERSITY, HAMILTON, 12 JUNE 1962

It has become customary for the President of C.A.U.T. to offer at the Annual Meeting a brief account of the stewardship of your Executive and Council during the preceding year.

C.A.U.T. has a unique organizational structure which carries advantages for the Association but which nonetheless requires that special attention be given to the Annual Meeting. We are a federation of independent faculty associations and a headquarters association to accommodate persons who do not have available to them a local association of their own. We are governed by a council composed of delegates from member associations and by an executive committee elected by the council. At the same time, great importance is attached to the fact that the individual has membership not only in his local association but also in C.A.U.T. itself. The reason is historical and the concept has contemporary validity. C.A.U.T. was created eleven years ago by a group of individuals from local staff associations; and if the work of C.A.U.T. is to continue to grow it must be done by persons at their home universities who have a strong sense of identification with the national association. However, since the government of the Association is located in the Council and, although individual members are always free to raise matters through their Association representatives on the Council or, for that matter, by direct communication to the Executive & Finance Committee, the Annual General Meeting is the one opportunity for members at large to consider in assembly matters relating to the affairs of the Association.

The objects of C.A.U.T. are stated in our Constitution to be "to promote the interest of teachers and researchers in Canadian universities and colleges and to advance the standards of the profession."

I think it may be stated in a more general way that we are concerned, as are so many of the societies meeting here at the present time, with maintaining and improving the quality of higher education in Canada, with expanding the opportunities for extending the bounds of human knowledge, and with meeting

the special challenges which we know we face in the second half of the twentieth century. We differ, however, from other learned societies in that we look at and attack these problems not as administrators as such, nor as members of specific disciplines, but as university teachers. While this approach does not split our thinking on basic issues, it does provide a specific approach and should produce something new and useful.

Our principal activities to date may be divided into two major areas; those concerned with academic matters, and those relating to university government.

The first of these has three facets: academic standards; academic freedom; and, as a part of each, individual security. In respect of standards, we have from the outset been concerned with obtaining and distributing information about salary levels and salary scales, and with defining as intelligently as we can the scale of salaries which we believe to be necessary to attract and to retain in the teaching profession the numbers and quality of persons necessary to do the job which faces and will continue to face our institutions of higher learning. We have recently established committees to examine matters relating to teaching loads and study leave, and more recently we have begun to explore the status of the part-time teacher.

In the field of academic freedom, we have established a most important Committee on Academic Freedom and Tenure, and have defined a procedure for processing cases of alleged violation of principles of academic freedom. This machinery has not been lying dormant. However, our interest is not in the provocation of *causes célèbres*, but in the equitable resolution of difficulties as they arise a policy — that is not generally compatible with publicity. It may be recorded that a number of informal complaints have been processed in the office of the Executive Secretary. In conjunction with N.C.C.U.C., and at our instigation, we have obtained from the Department of Immigration and Citizenship a clarification of policy and procedure relating to the immigration of professional teachers to Canada. I do not suggest that this closes the door on issues relating to academics and the Department of Immigration; but we can at least report progress and substantial achievement. We are concerned at the moment with practices of the R.C.M.P. relating to the investiga-

tion for security purposes of university students and teachers. I think it is pertinent to refer at this point to the efforts of the Association to develop and adopt a statement of policy respecting the status of university teachers standing for election to public office, and the status of successful candidates during their term of office. Details of the Council's resolution may be obtained from the minutes. Finally, under the heading of academic freedom may be listed the interest of C.A.U.T. in the subject of patents and copyright, relating to a professor's free use of and title in works of his own creation.

In the field of academic security our most important committee is concerned with tenure practices, a matter which is of course directly related to academic freedom. We find a wide diversity of policy and practice among Canadian universities, and the report of this committee should be of interest to all member associations. Through the office of the Executive Secretary we have sought clarification of administrative policy relating to faculty women. We are now maintaining in the central office a register of retired members available for academic appointment. And finally, but no means of least importance, we have been exploring insurance and pension arrangements, their adequacy, the extent of their vesting in the individual, and the use of or need for supplementary *ex gratia* payments to retired members of faculty whose pensions are inadequate to meet their needs because of inflation or otherwise.

The attention of C.A.U.T. has turned in recent years to the general area of university government. We have a general committee on university government and a committee on university financing. In addition, we have received a detailed report on administrative practices. As you know, we have been anxious for some time to secure the services of a person or persons of experience and independence to make a study of Canadian university government as it exists in charters and other governing documents and as it exists in fact, and to make recommendations. Our application for funds to Canada Council was unsuccessful because the Council determined that such activity fell outside the four corners of its statute. The Executive Secretary and I, last November, sought funds from the Ford Foundation in New York. We were well received and were

advised that our request would receive favourable consideration if we were joined by N.C.C.U.C. or C.U.F. I am pleased to report that at its meeting last Sunday N.C.C.U.C. passed the following resolution: "That the National Conference of Canadian Universities and Colleges join with the Canadian Association of University Teachers in representations to the Ford Foundation for financial support for a study of University Government in Canada, to be carried out by a person or persons acceptable to both sponsoring bodies and under terms of reference acceptable to both sponsoring bodies". It remains now for representatives of C.A.U.T. to meet with a small named committee of N.C.C.U.C. to work out the conditions which must precede further representations to the Ford Foundation.

Although it is not technically a C.A.U.T. matter, I think reference should be made to plans for the publication of a book of essays on university government. The publishing house of Clarke, Irwin is extremely interested in publishing as a commercial venture a volume of essays by Canadians in this most important field. I am sure everyone concerned with university government will await its arrival with the greatest interest.

Over the past year the Association has been represented at a number of conferences to which we were invited to send delegates. I shall not take your time in repeating reports that will be made to the Council, but shall content myself with indicating to you the scope of our association by listing the names: the Canadian Conference on Education; the Canadian Teachers' Federation; the National Conference of Adult Education; the U.K. Association of University Teachers; the American Association of University Professors; N.C.C.U.C.; N.F.C.U.S.; W.U.S.C.; and the International Association of University Professors and Lecturers. In addition we maintain by correspondence our participation in the Commonwealth Association of University Teachers.

In a category of what may be called the private business of the Association, reference should be made to our representations, so far unsuccessful, to the Department of Income Tax for a modification of the policy that university income is net, to allow for deductions of sums which may legitimately be said to be expended in the process of earning the income. Similarly,

reference should be made to the extensive but regrettably abortive efforts to secure inexpensive air transportation to Europe through charter flights.

May I conclude on a single note, which I sought to strike at the beginning of this report. Although much can be and is being done by the national organization to advance the objects for which it was created, much of the real progress toward those goals must be made in the Canadian universities and colleges themselves, by and through member associations. The national organization is in many respects a service organization which can supply local associations with reports and information, and can speak through delegates and officers on national issues and matters of general concern. But much of the continuing work of the Association must reside in committees supported by local associations themselves. C.A.U.T. can progress only as effectively and as rapidly as these committees will allow. If on a national basis C.A.U.T. can block out areas for general advancement, specific advancement in fact must be made at the institutions themselves. In the years that lie ahead I hope that local associations and individual members will give to C.A.U.T. the energy, the expertise, the counsel and the wisdom which they have in the past and in a degree that is essential to its development and success.

A. W. R. CARROTHERS

HOW GOOD ARE OUR UNIVERSITIES ?

by F. H. Underhill*

This is a question concerning which all of us are likely to rely chiefly on subjective impressions. I can only give my impressions about English-Canadian universities, and, within that field, about the humanities and social sciences. Whatever criticisms I may make are criticisms of myself as well as of others, since I was a Canadian professor from 1914 to 1955.

I have, however, one bit of objective evidence which, I regret to say, is obtained from our host university, McMaster. It shouldn't be overworked, but it throws some light on what we actually accomplish in civilizing our students. My wife and I are staying in Moulton Hall, which is one of the best equipped student residences that I have ever been in. On each floor is a lounge for the women students. In the third floor lounge my wife found the following magazines, lying together in a stack, obviously left over by the girls who had been living on the floor before we arrived, and all of them showing signs of having been much handled and read. There were several copies each of *Life* and *Time*, and one copy each of *Liberty*, *Ladies Home Journal*, *Saturday Evening Post*, *Chatelaine*, *Maclean's*, *Saturday Night*, and the *New Yorker*. Reasonable people would accept these as a fair selection from the popular field. But there was also one copy each of *Modern Screen*, *Seventeen*, *Photoplay*, *Vogue*, *Movie Stars*, *Hairdo*, *Screen Stars*, *Glamour*. There is a piano in the lounge, and on it I noted the following sheet music : *Gonna Get Along Without Ya Now*, *The Little Drummer Boy*, *Only the Lonely Know the Way I Feel*, *Harbor Lights*, *Starbright*, *Welcome New Lovers*. These were all songs "as recorded by" individuals of whom I had never heard but who were, I presume, heroes of the disk jockeys; and the dreary sentimental slush of their words must have surpassed anything even in the screen magazines.

I cannot believe that it was worth while to spend all the money which this residence must have cost in order to house young ladies who in their spare moments, by their own choice, exercise their minds on trash of this kind.

*Speech given at the C.A.U.T. Conference, McMaster University, 12 June 1962.

Another test of the quality of our universities, or of the coming quality, may be made simply by applying some readily available statistics. Our universities are about to take in a tremendously increased enrolment of students. There are not in sight enough teachers or teachers-to-be to give them the personal kind of attention that is essential in genuine education. The result is bound to be, it seems to me, a general lowering of standards through the increased size of classes and through the recruiting of badly equipped teachers.

This flood of new students coming from the high schools will contain a great many who are not really qualified to go on with higher education up to the B.A. standard or beyond. But our society does need greatly increased numbers of young people who have received post-high-school training of some kind. The sensible thing would seem to be to canalize a good many of these high school graduates into junior colleges or other similar institutions, reserving our universities, with their very expensive equipment of libraries, laboratories and superior scholars, for real university work with the abler students.

In Ontario this course of action is rejected, so I gather, for the typical Canadian reason that this is what the Americans are doing and so it must be wrong. As a result we shall have a good many new institutions — they are springing up in every ambitious little city — which after some painful agony in their effort to become universities will have to sink back eventually into the lower status of junior colleges. So that in the end we shall achieve the American result in the usual Canadian way, by backing into it while all the time proclaiming our lofty resolve to have nothing to do with it. This is the way in which we have arrived at most of our functioning Canadian democratic institutions. In the meantime many good teachers, as well as poor ones, will be wasted in the effort to do work of university standard with students who are not capable of it. And this will happen both in the real universities and in the frog-like new institutions who are now trying to puff themselves up into real universities.

Neither teachers nor students will benefit from all this confusion. The teachers will be consoled by the usual assurances emanating from the power *élite* in the Departments of Education and

the presidential offices that things are just about to get better for them. I wish I had started in 1914 to keep a list of all such assurances that reached me in the course of 41 years. Both teachers and students would benefit from an honest effort to raise the standard of existing universities by selecting only the better students for them and sending the rest to other less exacting institutions. But this would slow down the rate of growth of our universities. And the only people who really benefit from the present catastrophic rate of growth are the managers and administrators in the academic world. The more students there are, the more vice-presidents and deans and sub-deans there must be. This managerial personnel is already multiplying in our universities in accordance with Parkinson's Law. The more there are of them the more promotions there will be for them, the higher their salaries will go, the more exalted their status will become. And as their egos are ever continuously inflated, so will their pronouncements on Education and on Man's Place in the Universe become ever more pompous, more pretentious and more fatuous.

In short, in the world of higher education, we seem to be entering into a prolonged ritual of national hypocrisy — and at the very moment when what is most needed is an austere and difficult struggle towards excellence. This kind of ritualistic hypocrisy is our besetting Canadian sin. Our English cousins go in for a slightly different form of ritualism. Having restored without fanfare the homes, shops, factories, offices, warehouses and docks in which they live their daily lives, they have chosen to make a great national ritual out of the restoration of Coventry Cathedral. This is a church building into which ninety-five percent of the citizens of Coventry steadily refused to enter before the Germans bombed it, and into which ninety-five percent will again refuse to enter after the novelty of the restoration has worn off. The ritualistic devotion of the English governing classes to Christianity as an expression of the national spirit has about as much reality in it as the ritualistic devotion of our Canadian leaders to the maintenance of high standards in our higher education.

Another way of testing the quality of the work done in our Canadian universities would be to examine the kind of

writing that comes from Canadian university dons. I shall confine my remarks to writing in the field of the humanities and social sciences. I remark, to begin with, that we have produced few scholars who have any international reputation. Canadian books which are quoted abroad as having authority, such as that of the late Charles Cochrane on Christianity and classical culture, or such as the writing of Norrie Frye on literary criticism, are few and far between. And as far as I have observed, no Canadian professor is ever quoted outside Canada as a philosopher, seer or prophet on the great fundamental issues that confront our contemporary Western civilization.

The most easily applied test in this matter is to compare Canadian writing in the field of history with American writing. In the United States during the past generation there has been a great flowering of young historians who are re-examining the past of their country and who are bringing to their work intellectual tools drawn not merely from the old discipline of political history but also from modern sociology, anthropology, psychology, psychoanalysis, literature and literary criticism. The significant characteristic of this new historical writing is that it combines an interest in political institutions, in individuals, and in the ideas and myths that form the intellectual climate of any given generation. I have been especially impressed by the way in which the current school of history in the United States have passed beyond the boundaries of their own departmental discipline, and by their ease in the field of ideas. I am thinking of such books as the following (a good many of them now obtainable in paperback editions, which would seem to show how widely their influence is spreading) :

Richard Hofstadter, *Social Darwinism in American Thought, The Age of Reform*

Arthur M. Schlesinger, Jr., *The Age of Jackson, The Vital Center, The Age of Roosevelt*

Henry Nash Smith, *Virgin Land; the American West as Symbol and Myth*

Marvin Meyers, *The Jacksonian Persuasion*

Louis Hartz, *The Liberal Tradition in America*

David Potter, *People of Plenty*

Daniel Boorstin, *The Genius of American Politics*

Clinton Rossiter, *Conservatism in America*,

Parties and Politics in America

Daniel Aaron, *Writers on the Left, Men of Good Hope*

Charles Forcey, *The Crossroads of Liberalism*

S. M. Lipset, *Democratic Man*

Daniel Bell, *The End of Ideology*

David Riesman, *The Lonely Crowd*.

Everyone who is acquainted with contemporary American academic writing could make valid additions to this list. One significant thing about it is that it doesn't seem to matter much whether the author begins as an historian or sociologist or political scientist or literary critic; he is familiar with the currents of thought in all these fields. This breaking down of the barriers between departmental disciplines seems to me one of the most important things that is happening in American universities today, and it is not happening to anything like the same extent in Canada.

Of our Canadian historians Arthur Lower is the only one who is really at home in this kind of writing. But some of the volumes in the series on Social Credit edited by Delbert Clark are good examples of the kind of thing that is needed in Canada. I think especially of John Irving's volume on Aberhart and the rise of Social Credit in Alberta, and Brough Macpherson's volume on the political organization of the movement. On the whole, however, our Canadian writing in history and political science suffers from being too concentrated on personal biography and on institutions in the narrow sense, and from being too little conscious of the sociological basis which determines how individuals and institutions function. We in the humanities in Canada have wasted too much time making fun of the jargon of the sociologists, time that we should have devoted to becoming better acquainted with the categories that they use in their analysis of the structure of society.

The present depressing general election campaign supplies a vivid commentary on how large are the blanks in the writings of our university intellectuals on politics. Where are the books that investigate the intellectual development of Canadian liberalism, conservatism and socialism, that give a critical history of the organization of our parties, that measure the movements

of public opinion? Is it not appalling that the best book on English-French relations in Canada was published as long ago as 1906 and was by a student from old France — André Siegfried's *The Race Question in Canada*?

Another weakness in our Canadian academic world is the uniformity of our institutions of higher learning. They are all small or medium-sized Torontos, all deeply departmentalized, all moving towards the same emphasis on highly specialized honour courses. (The one most like Toronto is Queen's, which spends so much of its time reflecting smugly on its differences from Toronto.) As Rupert Brooke remarked long ago about our Canadian small cities, their destiny as they grow is to become more and more like Toronto; "if they are good, they may become Toronto". I happen to believe fairly strongly in the way Toronto does things, especially in its honour courses. But we need more variety in the pattern of our higher education. In Toronto the departments have reached a pathological extreme in the development of their departmental national sovereignty. We need some experiments in Canada like those of Keele and Sussex, two of the new universities in England.

We also need more of the variety that is achieved in the United States through the great privately endowed institutions like Harvard and Columbia, advanced engineering schools like M.I.T. and Cal Tech, and special high-quality small liberal arts colleges, which include some of the women's colleges. We need also more of the kind of experiments that the more affluent American universities are making in such profusion: the setting up of Institutes, Schools, Centres, for special study at the graduate level in special fields, in "the behavioral sciences", in "American studies", in the measurement of public opinion, in foreign policy, in strategic studies, in area studies, etc., etc. Most of these are interlocked in various ways with the regular graduate schools. Note how many of them are "interdisciplinary" in the scope of their studies. I can only judge of the quality of their work from the books that their co-operating scholars write; and those that I have read seem to me first-class.

The Americans, of course, are over-fond of organization, and they tend to over-organize any line of study that requires

co-operative activity. But that is no reason why we should go to the opposite extreme and regard these new Institutes, Schools and Centres as threatening indecent assault upon the virgin departmental purity of our academic specialists.

I think also that some fairly strong criticism of our Canadian universities can be made from another angle of approach. One of the features of academic life in the English-speaking world today is the victory of Oxford and Cambridge. It was not always so. In the beginning most of our British North American colleges copied Scottish models. But now, when we copy Oxbridge, we do it in a mechanical way, and thereby often miss the spirit. Compare the sweep of what a man taking Greats at Oxford would read with what is read in any of the classical courses in Canada (I am thinking of what is read beyond the Greek and Latin texts). Compare what a history graduate in Canada reads with what a Modern History or Modern Greats man reads in Oxford. Our specialized courses are far more narrowly specialized than the courses in Oxbridge on which they have been modelled. We are also going in for "tutorials" in place of the lecture system. But the Oxford tutorial, at least in the great days of Oxford, consisted of one don taking one individual student in hand for a whole term, and one student writing a weekly essay for that one don. Compare this with our groups of anything up to a dozen. The essence of Oxbridge, moreover, is the residential college; and the essence of the college is that the dons live mixed in with the students, and that education is carried on by continuous informal discussion. Here we are erecting residences feverishly, but we have one dean of residence to act as policeman over scores of students, and the rest of the dons hardly ever venture or condescend to enter the student residence. The students carry on their real discussions among themselves in their rooms or in the student union; there are seldom any dons to help direct these discussions into higher intellectual levels. The worst vice of our North American higher education is the formal relationship between professors and students.

The fundamental question about the affectiveness of our universities is raised when we ask ourselves what is their impact upon our Canadian society at large. How deeply have they

penetrated into the mass culture of the Canadian people? This question has to be asked today in the midst of all these new modern agencies of mass communications, mass entertainment, mass manipulation. Our chief instrument for countering the effect of these agencies must always be the students whom we send out from our classes. Modern followers of Christ have given up the attempt to christianize their society; they fall back upon a remnant of true Christians or else they go in for ritual. But we who are followers of Socrates cannot give up our attempt to liberalize our society. Yet it is when one faces this problem that one is tempted to despair, as the Christians have long despaired.

Since I began by holding up McMaster to some criticism, I shall close by telling the story of one of my experiences at Toronto. In 1953 the college from which I graduated in Toronto, University College, celebrated the hundredth anniversary of its founding. A series of academic functions took place. There was a pleasant historical play about the beginnings of the college, acted by a group of dons and students. There was a great dinner of graduates in Hart House at which the chief speaker was Vincent Massey. There was a special Convocation of the university at which honorary doctorates were given to half a dozen distinguished graduates of the college, each of them presented by Principal Jeanneret in a little speech which a model of polished and slightly ironical prose, as all such presentation speeches should be. The Convocation address was given by one of these honorary graduands, B. K. Sandwell. His speech and Vincent Massey's speech were thoughtful and graceful performances such as one would expect from those two distinguished Canadians. And I came away from these commemorative ceremonies full of pride in my college and my university, full of gratitude that fate had cast my lot in a community of scholars such as this — and also, I must confess, inclined to pleasurable snobbish reflections on how much more skilfully and impressively these academic rituals are performed by my college, University College, than by — well, by such other colleges as there may happen to be.

These ceremonies took place on a Thursday and a Friday. On Saturday of that week began the so-called homecoming

weekend of the university, when all the alumni who think that the football team is the supreme achievement of a university come back to see the Toronto team beat McGill or Queen's. On this homecoming Saturday the undergraduates are accustomed to put on a show for the benefit of the alumni and of the general public. Each faculty and college organizes a float which is supposed to depict symbolically, and with the best undergraduate wit, the essence of that segment of the university. It happened to come down to the university that Saturday morning and was held up in a traffic block as the floats paraded along Bloor St. I hadn't seen these undergraduate floats for a good many years, and it shocked me to see how crude and gross they were, how vulgar without being funny. Here, I was forced to say to myself, is the real image of what we accomplish with our students, as contrasted with the ideal image called up by the University College centenary celebration. The contrast left me depressed for a long time. And I hope that I have succeeded in leaving you depressed this evening .

UNIVERSITY FINANCING : A C.A.U.T. COMMITTEE REPORT*

It has become commonplace to call attention to the projections of University growth made by the Canadian Universities Foundation and other responsible organizations.

Full-time enrolment, which stood at about 114,000 in 1960-61, is expected to reach 312,000 in 1970-71.¹ To cite only the implication which most concerns university teachers, this enrolment for 1970-71 would mean that 23,000 new university teachers would have to be recruited in the ten-year period, and that the annual rate of recruiting would have to rise from 1300 in 1960 to about 3500 in 1970.

The increase in numbers of students is reflected not only in an increased need for teachers, but also in added requirements for books and other teaching aids, administration and buildings.

*This report, with three appendices of which Appendix C is here printed, was received at the June meeting of Council. It was referred to local associations, for further consideration by Council in November.

¹These and other figures in this report were collected by the Bureau of Statistics and the Canadian Universities Foundation from the universities. In many cases, universities employ different classifications and the resulting practice represents compromise.

Estimates of cost, and therefore of financial need, are also affected by increased cost per student. The most obvious source of such increases is higher salaries. Given the current serious shortage of qualified people, there can be no doubt that Canadian universities will have to offer very attractive conditions of employment to draw a larger proportion of the small pool of highly trained people. This is not merely a question of salaries and fringe benefits : it is also a question of time and money for research. If teaching loads were reduced to two full courses for the academic year, (to mention only one example of a measure for keeping the most able people in the universities) the number of new faculty members required would be increased by a third to one-half. And yet, are such conditions unreasonable if the quality of instruction is to be maintained, and if independent research is to receive encouragement?

Another source of higher cost per student is the increasing emphasis upon graduate work, which requires a higher faculty-student ratio and more facilities.

Altogether, the operating cost per student doubled between 1950 and 1960, and is expected to increase by a further 50% to \$2,300 per student by 1965-6. This will mean an annual operating cost for universities of \$420 million by 1965-6, almost two and a half times the figure for 1960-1.

Capital outlays are expected to be about \$750 million for the first half of the 'sixties as compared with about \$300 million for the five years ending in 1960.

These figures imply that, independently of any necessary adjustment to secular inflation, the methods used to support universities must allow for rapid and continuing growth. Any haphazard or rigid basis for providing monies to institutions of higher education will cause a damaging lag in their ability to perform their proper functions.

Before a discussion of financial resources available to the universities, it is appropriate to include data on the structure of their needs. Table I includes a breakdown of operating expenditures, and Table II of capital outlay.

TABLE I

MAIN CATEGORIES OF UNIVERSITY OPERATING EXPENDITURE¹
 FISCAL YEAR ENDING IN YEAR INDICATED
 (percentage distribution)

1A. BY SIZE OF INSTITUTION²

	<i>Total</i>		<i>Small</i>		<i>Medium</i>		<i>Large</i>	
	1961	1960	1961	1960	1961	1960	1961	1960
Instruction	63.6	62.6	70.1	63.6	60.7	60.4	63.7	63.0
Research	15.6	16.0	.6	.3	8.0	9.1	18.0	18.4
Administration	5.3	5.3	11.2	11.3	9.5	8.6	4.2	4.2
Maintenance	11.1	11.6	11.6	16.7	14.1	14.0	10.5	10.8
Scholarships, etc.	1.1	1.2	2.0	1.9	2.0	2.0	.9	1.0
Miscellaneous	2.9	3.0	3.8	6.4	5.1	5.2	2.5	2.3

1B. BY REGION

	<i>West. Can.</i>		<i>Ontario</i>		<i>Quebec</i>		<i>Maritimes</i>	
	1961	1960	1961	1960	1961	1960	1961	1960
Instruction	67.3	67.2	63.8	63.7	58.9	55.1	60.8	60.2
Research	15.0	15.2	14.8	15.0	20.0	21.4	7.9	7.4
Administration	4.3	4.2	5.1	5.2	5.7	5.4	9.3	9.6
Maintenance	10.8	10.7	11.5	11.6	9.6	11.5	15.0	16.1
Scholarships, etc.4	.4	3.5	1.0	3.0	2.0	3.0	3.2
Miscellaneous	2.3	2.2	.4	3.2	1.1	3.6	1.3	3.1

Source : Canadian Association of University Business Officers.

Notes : (1) There were 33 universities in 1960 and 34 in 1961.

(2) Size is measured on the basis of operating income.

Small in 1960 included those up to \$1,250,000 (in 1961, up to \$1.3 m).

Medium in 1960 included those up to \$5,000,000 (in 1961, up to \$1.45 m).

In 1961, one university moved from the 'medium' to 'large' category and one from the 'small' to 'medium' category. One new one was added to the 'small' category.

TABLE II

MAIN CATEGORIES OF CONSTRUCTION OUTLAYS
 PLANNED FOR 1955-65 (percentages)

Instruction and Research	57.5
Natural Science	37.0
Arts	13.6
Other incl. Libraries	6.9
Residences and Recreation	22.9
Administration and Services	13.0
Miscellaneous	7.6

Source : Sheffield, E. F. —

Financial Needs of Canadian Universities and Colleges.

Canadian Universities Foundation, 1960, p. 11.

The general pattern of financial support for the universities is reflected in Table III. More detail on operating income is contained in Table IV.

A number of observations are suggested by the figures in Table I :

(1) With a few exceptions, the distribution of expenditures has varied little in recent years. This is borne out by figures for 1959 not included here.

(2) The most striking effects of differences in size of university appear to be relatively higher expenditure on administration and maintenance in smaller and medium-sized institutions.

(3) The difference in relative importance of instruction costs at small universities is probably of temporary significance, and may be attributed to the establishment and rapid growth of new universities in which building facilities are limited. But for the medium-sized group the lower percentage is probably less temporary. About half of this group is made up of universities in the Maritime Provinces, and at least three in the group (not all in the Maritimes) have lower instruction costs because of the services of clerical personnel.

(4) There are apparently relatively much larger research outlays in the largest institutions. This is in part associated with the easier access to funds assigned for this purpose, but it is also apparently made possible through lower overhead costs. The greater relative importance of such outlays at Quebec institutions in part reflects proximity to sources of industrial research funds, and in part the form of government aid adopted for the universities of the province.

Table II calls attention to the much higher outlays being made on facilities for the sciences, and also the importance of the outlays for residences, athletics, etc. Because loans from Central Mortgage and Housing Corporation have become available, it seems probable that expenditures along this latter line will become even more important in the next few years.

Professor Hanson's study (see Appendix A*) indicates that the capital expenditure plans, by geographic regions, correspond

*Not printed here.

to their respective populations. Within regions however, it is clear that some provincial administrations have given much more support than others to capital projects.

TABLE III
MAIN CATEGORIES OF UNIVERSITY INCOME
(percentage distribution)

	<i>For Operating</i>		<i>For Capital</i>
	1950-51	1959-60	1955-60
Provincial Governments	41	32	51
Student Fees	35	28	—
Federal Government	4	24	8
Other	20	16	41

Source : E. F. Sheffield, *Sources of University Support*, Canadian Universities Foundation, 1961.

TABLE IV
MAIN CATEGORIES OF UNIVERSITY OPERATING INCOME
FISCAL YEARS ENDING IN 1960 AND 1961
(percentage distribution)

(A) BY SIZE OF INSTITUTION									
		<i>Total</i>		<i>Small</i>		<i>Medium</i>		<i>Large</i>	
		1961	1960	1961	1960	1961	1960	1961	1960
Grants :									
General, Fed.		11.7	13.4	16.1	17.8	17.0	18.9	10.5	12.0
Prov.		33.3	27.7	27.5	17.0	17.5	13.3	36.4	31.5
Total		45.3	41.4	44.7	35.7	35.8	33.3	47.0	43.5
Specific		3.2	3.9	1.3	1.5	3.9	5.8	3.2	3.6
Total		48.5	45.3	46.0	37.2	39.6	39.1	50.2	47.1
Research Funds		15.0	15.4	.7	.2	7.9	8.7	17.1	17.8
Fees		26.7	27.7	41.0	42.1	38.2	34.1	23.8	25.5
Gifts		2.8	3.4	5.6	7.9	5.2	8.2	2.2	2.1
Endowments		3.6	4.1	5.4	5.5	5.6	5.2	3.2	3.8
(B) BY REGION									
		<i>West</i>	<i>Can.</i>	<i>Ontario</i>		<i>Quebec</i>		<i>Maritimes</i>	
		1961	1960	1961	1960	1961	1960	1961	1960
Grants :									
General, Fed.		13.6	15.6	16.0	17.6	—	—	22.0	22.7
Prov.		40.0	36.7	28.3	25.8	37.4	22.6	13.5	14.0
Total		53.7	52.3	45.0	44.2	37.4	22.6	35.8	37.0
Specific		4.9	4.7	1.5	1.6	2.2	5.4	7.6	7.0
Total		58.5	56.9	46.5	45.8	39.6	28.0	43.3	44.1
Research Funds		14.6	14.9	14.1	14.4	18.7	21.0	7.8	6.6
Fees		22.6	23.6	29.0	28.3	26.3	32.3	34.0	29.4
Gifts		1.6	1.6	2.7	2.8	3.6	4.6	5.6	10.2
Endowments2	.2	3.5	3.8	7.1	8.9	7.1	7.2

See Notes Under Table I.

In general, these figures reflect the increasing state support of universities. While the major theme in the past decade has been more active participation by the federal government in higher education, in recent years there has been some decline in the relative importance of the Ottawa government. As one could expect, the increase in federal grants has been accompanied by a decline in the percentage shares of other forms of support, but the striking fact is that there has been an almost identical decline in the relative importance of each of the other forms of support. While it is reasonable that fees should not have been allowed to rise, and that fee income might well be reduced to 25% or even 20% of operating income, it is not clear why provincial government or private support should have declined proportionately.

In Table IV a variety of experience is reflected. The largest universities are clearly much more dependent upon the provincial governments. For the western provinces and Quebec, the reasons for this are obvious. But it is difficult to explain the difference between Ontario and the Maritimes.

In order to account for the total contribution of governments to university operation, three-quarters of research funds should be included in the government percentage and at least two-thirds of these are federal. If this is done, the small and medium-sized universities become about equally dependent (about 45%) on public sources, though not the same sources. The larger universities, on the other hand, receive about 62% of their support from governments. Regional percentages show that the larger western universities, with nearly 70% public support, considerably raise this percentage. The larger universities of Ontario and Quebec raise the percentages of these provinces only to 56% and 52% respectively. The Maritimes are close behind with 50%, apparently relying more upon Government support than other medium and small universities.

It is difficult to see why the smaller universities should have to depend so much more on private finance, especially upon students' fees. Apparently in the Maritimes the significant gift and endowment support has not done much to remove the main burden from student fees.

The only reference to capital support in the tables (Table III) shows that private sources have in general been a little less important than public sources, with provincial governments playing the major role.

Detail on Sources of Funds

PROVINCIAL GOVERNMENTS

Table 5 spells out the pattern of provincial support by provinces, and relates it to total population, student population, per capita income and government expenditure.

TABLE V
PROVINCIAL GOVERNMENT SUPPORT
OF UNIVERSITIES AND COLLEGES, 1959-60
(exclusive of student aid and grants to associations
in the field of higher education)

<i>Province</i>	<i>Operating Funds</i>	<i>Research Funds</i>	<i>Capital Funds</i>	<i>Total Support</i>
	<i>(thousands of dollars)</i>	<i>(thousands of dollars)</i>	<i>(thousands of dollars)</i>	<i>(thousands of dollars)</i>
Newfoundland	327	—	121	448
P.E.I.	195	—	—	195
Nova Scotia	1,005	57	218	1,280
New Brunswick	656	—	325	981
Quebec	7,785	227	9,912	17,924
Ontario	18,365	192	13,943	32,500
Manitoba	3,086	350	1,196	4,632
Saskatchewan	2,716	244	2,186	5,146
Alberta	4,905	75	12,255	17,235
B. C.	5,493	20	1,044	6,557
Total	44,533	1,165	41,200	86,898

<i>Province</i>	<i>Total support per full-time student</i>	<i>Total support per capita of the pop'n of the province</i>	<i>Total support as % of personal income in the province</i>	<i>Total support as % of total provincial expenditure</i>
	<i>\$</i>	<i>\$</i>	<i>%</i>	<i>%</i>
Newfoundland	423	1.00	0.12	0.66
P.E.I.	371	1.91	0.21	1.08
Nova Scotia	190	1.41	0.12	1.08
New Brunswick	268	1.66	0.17	1.23
Quebec	543	3.59	0.28	2.98
Ontario	1,139	5.46	0.30	3.54
Manitoba	793	5.23	0.35	3.68
Saskatchewan	1,075	5.71	0.43	3.60
Alberta	2,878	13.87	0.88	6.65
B. C.	571	4.18	0.24	2.34
Canada	865	4.98	0.33	3.35

<i>Province</i>	<i>Operating funds per full-time student</i>	<i>Operating funds per capita of the population of the province</i>	<i>Operating funds as % of personal income in the province</i>	<i>Operating funds as % of total provincial expenditure</i>
	\$	\$	%	%
Newfoundland	308	0.73	0.09	0.46
P.E.I.	371	1.91	0.21	1.08
Nova Scotia	136	1.01	0.11	0.78
New Brunswick..	179	1.11	0.11	0.82
Quebec	236	1.56	0.12	1.30
Ontario	643	3.09	0.17	2.00
Manitoba	528	3.49	0.23	2.45
Saskatchewan	568	3.23	0.23	1.90
Alberta	819	3.95	0.25	1.89
B. C.	478	3.50	0.20	1.96
Canada	442	2.54	0.17	1.71

Source : Research and Information Service, Canadian Universities Foundation.

This data warrants the following observations :

(1) Support by provincial governments has varied widely, with the Western provinces and Prince Edward Island making the largest contributions in relation to their personal income. As a percent of personal income, the provincial governments of Nova Scotia and New Brunswick were making less than half the contribution to operating expenses of universities made by other provinces. On a per student and per capita basis, the contrast is even more striking.

(2) When capital and research funds are included, some of these contrasts are accentuated and new ones emerge. The difference between Alberta and British Columbia is particularly notable. It should be added that while in other recent years capital expenditures were not quite so high, this same general order of differences has prevailed.

In his report on "Sources of University Support", Dr. E. F. Sheffield concludes that "if provincial contributions to university operating costs are to keep pace with the need, they should rise at a rate of at least 15% per annum". With reference to capital expenditures he added that "if the provinces are to continue to bear just over half this cost they should be providing an average of \$50 million a year more than they did provide in the years 1958-59 to 1960-61".

FEDERAL GOVERNMENT

Federal support to universities is primarily in the form of grants for operating purposes. Calculated on a 'per student' basis, they have varied considerably from province to province as follows :

TABLE VI
GENERAL FEDERAL GRANTS PER STUDENT IN RECENT YEARS,
BY PROVINCE

	1958-9	1960-1
British Columbia	\$223	\$187
Alberta	354	283
Saskatchewan	301	249
Manitoba	247	216
Ontario	363	319
New Brunswick	259	222
Nova Scotia	215	187
Prince Edward Island	363	274
Newfoundland	608	556
Canada	309	265

Quebec was not receiving grants through the C.U.F. in the years indicated. It is clear that the use of a per capita of population basis for the grants has an effect on grants per student which is not consistent with any relevant principle.

Furthermore, the basis of the grant, which became \$1.50 per head of population in 1958-59, and did not change again till recently has meant a 15% reduction in the support per student resulting from the grants in the period illustrated. As long as the factors which govern need produce the upward trends they have in recent years, universities will continue to experience erratic variations in their financial ability to perform their appropriate functions. It was estimated that in 1961-62 a grant of \$2.13 per capita would have been needed to accommodate the increase in operating costs since 1958. Recently the basis has been raised to \$2.00 per capita for 1962-63, a figure estimated to be about a sixth less than that required to ensure the universities the same federal support per student they received four years ago. Had federal grants been adjusted upward so as to maintain their original contribution per student, universities

would have been much better prepared to meet the great increase in enrolment now taking place. In particular, the renewed emigration of able young scholars could have been countered by more and better opportunities in Canada.

On the capital side, the Canada Council is the main source of grants from the federal authority. Out of a fifty million dollar fund set up in 1957 — the University Capital Grants Fund—the Council matches funds assigned by universities to the construction of buildings devoted to the Arts, Humanities and Social Sciences. By March, 1961, about \$25 million had been assigned.

The other federal capital assistance of major importance is that provided under the National Housing Act. By March 1961 almost half of the \$50 million loan fund made available in December 1960 had been assigned.

Remaining capital assistance comes in the form of research funds, some of which are used for the purchase of equipment. The National Research Council's Major Equipment Grants are intended for purchase of items of equipment costing more than \$5,000 and these have been extended to items costing \$50,000 and more. The N.R.C. has also made contributions to the cost of the reactor at McMaster University, and the computing centre at the University of Toronto. As facilities for research have become more expensive, substantial grants toward cost of installations of this sort and their operation are likely to continue, and it is expected that the contribution will in the future amount to several hundreds of thousands spread over three or four years.

STUDENT FEES

Apart from the fact, mentioned earlier, that student fees have become somewhat less important as a share of total support for the universities since the inception of federal grants, the most interesting aspect of such fees is the considerable variation of cost from one region to another. This is illustrated in Table VII.

TABLE VII

FEES AND LIVING COSTS AT SELECTED UNIVERSITIES, 1960-61

<i>Universities</i>	<i>Arts and Science Tuition</i>	<i>Engineering</i>	<i>Accommodation Living</i>
Dalhousie	385 - 439	451	550 - 586
U.N.B.	360 - 390	455	500 - 600
Laval	200 - 400	400	700 - 800
McGill	425 - 475	525	620 - 810
Queen's	365	480 - 530	540 - 612
Western	425 - 465	550	550 - 650
Alberta	205 - 245	285 - 315	475 - 550
U.B.C.	346	396	475 - 510

Source : D.B.S. Canadian Institutions of Higher Education, 1960-1.

Neither the difference in living cost nor the difference in tuition fees represents a difference in the quality of educational service or the student's ability to pay in the various parts of the country. Rather they would seem to indicate the necessary complement to the measure of support accorded by provincial governments. The implication is that to some extent at least the students represent the residual source of university finance.

OTHER SOURCES :

The principal private sources, apart from the consumers of higher education themselves, include fund raising campaigns, other business support, endowments, and church support. A survey by the Industrial Foundation on Education revealed that about \$70 million was given in campaigns in the 1956-59 period. Such givings have fluctuated in accordance with the timing of campaigns—from \$150,000 in one year to \$22 million in another. The I.F.E. has concluded that "it would seem highly desirable for Universities to develop a more unified approach in planning their public fund raising campaigns in order to exploit the full potential".

Giving by private business amounted to about \$37 million in 1956-59, of which about two-thirds was for capital purposes. About 10% of capital resources and 2 or 3% of operating income comes from the business community. Although deductions from taxable corporate income for charitable purposes can amount to up to 10% of profits, corporate gifts actually amounted to a quarter of one percent of profits before taxes in 1959.

Endowment income has declined in recent years, and is of importance only to a few major private institutions. It provided about 4% of operating income in 1959-60. There is no reason why endowments cannot continue to be a useful source of funds given appropriate motivation, though it is certainly clear that they are unlikely to form a main source of support for any Canadian university.

The final source of support, that from the churches, is estimated to contribute about 2% of the operating income of the universities and colleges, partly in the form of nominal salaries of clerical personnel.

SUMMARY AND PROPOSALS :

Provincial Government Support

The basic problem here is probably that of defining the appropriate role of the provincial governments. While it would appear to be advantageous to regularize the form of support provided by the provinces, possibly through a formula which incorporates necessary terms and allowances for rising costs, etc., the province has constitutionally the final responsibility for education, and it is therefore also desirable that its responsibilities be treated as residual. But the latter approach has its dangers. It is necessary that the province's role should be that of ensuring that what needs to be done is done, and not that of adjusting downward its own contribution in response to efforts of others. The former interpretation of the province's role should appropriately begin with a definition of need and go on to define methods which will guarantee that the definition is appropriately re-interpreted and embodied in adequate allocations in each time period. Apart from appropriate formulas, of which something will be said under "Federal Support", this requires a continuing and systematic means of bringing together those who are most aware of university needs — the representatives of the universities themselves, and the public authority and any other representatives of the community who can contribute to effective operation and long range planning by the universities. In the case of the provinces, it is of utmost importance that the form of contact should allow and encourage the maximum of academic freedom. There are many methods of attempting to

achieve systematic and responsible finance while retaining freedom of academic policy. It is apparent that among the most necessary elements in any satisfactory institutional arrangement are independence from day to day political influence of the body responsible for assigning financial resources to universities; access to expertise in management and finance and formal opportunities for the universities themselves to present their case for financial support, and, in particular, facilities for requiring and encouraging cooperative effort among the universities in provinces where resources must be shared.

We recommend in this connection the establishment of a broadly representative provincial grants committee in each province. These should be assigned the tasks of studying on a continuing basis the capital and current needs of the universities, and of determining the appropriate distribution of provincial funds among the universities, and of advising as to the distribution of such funds among major divisions within the universities. The committees should also advise provincial governments on the granting of new university charters.

Federal Government Support :

The federal government's participation in university financing over the last decade has called attention to the following problems :

- (1) What is the appropriate role of the federal government in this field ?
- (2) In what way can this role be translated into a means of systematic financing ?

The appropriate role of the federal government involves essentially the selection of a target percentage of total operating requirements which the central government undertakes regularly to meet. Such a target is necessarily somewhat arbitrarily chosen. But given the nature of institutions of higher education, it is clear that federal participation should be more significant in the field of university financing than in any other area where federal action supports or relates to provincial responsibilities. In the first place, no one can seriously question the contention that universities have a national purpose and that neither teachers or students are likely to have interests

that are strictly or mainly provincial or regional in character. Furthermore, as it is desirable that the universities should enjoy a large measure of freedom from control by those who supply their financial resources, the constitutional restraints upon the federal government become an argument in favour of large scale federal contributions. In this context it is difficult to define a target percentage of operating income to be supplied by the federal government which the universities could regard as "too high". As a practical matter, however, it is unlikely that the federal contribution could exceed that of the provincial government. In any case, as emphasized in our earlier interim report, we consider that the federal government should aim at a definite figure in excess of one-third of operating requirements. In order to achieve this objective, *we have recommended a formula (see Appendix C) which is designed to ensure that the federal government's share will be maintained, and which will therefore indicate to provincial authorities from year to year the limits of their responsibilities, as clearly as possible in view of the uncertainty of private sources.*

We see no reason to alter the essential elements in the formula formerly suggested. A 'per student' basis for the grant would remove most of the inequities associated with the present system. While there are problems associated with the definition of 'student' for purposes of the grant, for the most part these problems have already been examined by the Canadian Universities Foundation in order to distribute present grants within provinces. The federal government is able to control the total amount of the grants since upon information supplied by its own data-collecting agency, it is able to pass judgment on the method of defining the student.

This form of grant is particularly desirable in removing restraints from the movement of students across provincial boundaries, a most desirable feature of higher education.

It is sometimes said that this 'per student' basis makes it more difficult to predict from year to year the financial resources which government will be expected to assign to the universities, since variations in population are more easily predicted than those in university populations. If it were thought

to be necessary for orderly fiscal planning, the formula could be based on the immediately preceding year.

If the formula were also to contain an adjustment for changes in operating cost per student, this would help to compensate for any disadvantage which universities experience as a result of a one-year lag in the formula. As already indicated, the present formula has proved in practice to be very unresponsive to changes in cost per student.

Some have suggested that the formula should allow for differences in per capita income among provinces. We consider that such proposals come in conflict with the federal practice of equalization through adjustments to taxation arrangements which will work toward equal revenue per capita in each province. If such practice is employed so as to achieve the necessary degree of equalization to enable provincial governments to provide comparable support for their universities, we cannot quarrel with their approach. It is difficult to place responsibility for the actual inequalities in university support by provincial governments, but the statistics cited in Tables IV and V suggest that at least a measure of it arises from the failure of provincial governments to provide comparable shares of provincial income to university support.

We therefore recommend that the federal government reconsider the basis for federal grants to universities, that it consider in particular the basis of grants proposed in our interim report, and that it act to correct the faults of the present grant formula.

We go on record as supporting distribution of federal grants by a national rather than a provincial body as an important means of ensuring freedom of the universities from unnecessary public control.

Federal government capital assistance seems both inadequate and uneven. *We support the statements made in the C.U.F. publication "Sources of University Support" (p. 18) and recommend that the Government of Canada*

(1) "replenish the University Capital Grants Fund of the Canada Council, or provide a substitute for it"

- (2) *"create a new source of funds to aid in the construction of buildings for the sciences and the professional fields not now served by the Canada Council".*

Fees

The problem of student fees has been viewed in recent years in a new light. There has been resistance to the raising of fees and at the same time an increasing concern for the provision of additional scholarships and bursaries. The argument for keeping down fees is the traditional one. The argument for allowing some rise in fees and assigning more funds to assist able and conscientious students has received stress more recently and improvements in student aid schemes have been initiated at the provincial level and proposed at the federal level. We commend these efforts but at the same time recognize the difficulty of selecting for scholarship support all those who deserve an opportunity for university training without serious financial handicaps. *We therefore recommend that at least for those entering universities for the first time fees be kept as low as possible.*

We further recommend that universities and governments make every effort to reduce the differences among fees charged by Canadian universities.

Private giving, while relegated to a secondary role by the high cost of, and wider need for, higher education, has important opportunities to play a special role in areas where government authorities find it more difficult to participate. Two areas are suggested by experience :

- (1) building programs and particularly the financing of special purpose buildings such as auditoria, fine arts buildings, student and faculty recreation centres, which are apparently less easily financed out of public funds.
- (2) Research aid. Here the evidence suggests that the greatest needs are for assistance to faculty members in the form of research technicians and a scheduling of university activity so as to ensure university scholars time for major and continuing research programs. One proposal which might help to solve these problems is a program for establishing a series of Research Professorships across the country supported by specific enterprises, trade associations or other groups on an endowment basis. A national body (possibly a Council of Higher Education more broadly representative than the C.U.F. or the N.C.C.U.C.) would be assigned the responsibility of drawing up the program and recommending to the group involved the need in particular instances. The group, if it so desired, might select a chair to endow from a list of needs. The individual chair could be supported by a permanent endowment (or perhaps support for an

initial period of ten years), covering at least half of a salary plus allowance for research assistance, to enable a professor to carry not more than a half load of teaching and to carry on continuing research projects.

This is but one illustration of the kind of project which would afford private sources opportunities for regular contribution to higher education, thus to avoid the disadvantages of uncoordinated appeals and fluctuating private support, mentioned earlier in this report. It could also be a means of ensuring more research assistance to faculty members on the staffs of smaller universities.

Another worthwhile project would be the establishment of a fund for grants for junior faculty members. This fund could be divided amongst the universities which would assist them in attaching research allotments to salary offers to prospective new appointees. This would enable the universities to attract young Canadians back to positions in Canada from the United States where such funds are often available. In particular this might make possible lighter teaching loads for young faculty members during their first two or three years of teaching in order to enable them to complete their Ph.D. theses.

We therefore recommend that the N.C.C.U.C. establish a committee to look into the above and other programs for promoting regular support to the universities by industry and other interested groups and that in conjunction with the Industrial Foundation on Education, and other appropriate groups, it undertake an active encouragement of private giving so that the latter may play an appropriate and complementary part in the support of higher education.

The proposals contained in this report are intended as a group to promote, through improved methods of university financing, a planned and balanced growth of facilities for higher education and a full and efficient use of university resources, while at the same time maintaining the large measure of academic freedom required for the fulfillment of the functions of intellectual leadership and constructive dissent.

H. E. ENGLISH, *Chairman*,
YVES DUBÉ,
R. C. McIVOR.

APPENDIX : STATEMENTS ON FEDERAL OPERATING GRANTS TO UNIVERSITIES

C.A.U.T. supports the continuing efforts of the Canadian Universities Foundation to bring about a higher level and a more equitable system of federal grants. In particular, C.A.U.T. would welcome any formula which would enable universities to estimate well in advance their operating income and to plan ahead adequately to meet the widely recognized need for skilled manpower and an informed society.

With the federal government committed to continuing support to the universities and colleges as institutions serving a national purpose, it has become increasingly important that federal grants be established on a basis which assists other governments and private groups to measure their responsibility for the rest of the cost of higher education.

There are at least two ways in which the federal government through its grants can contribute to more businesslike university finance :—

a) The federal government should undertake to meet a given percentage of operating costs (not less than one-third) assuming uniformly high standards among universities, thus making clear the limits of responsibility of provincial governments and private sources, and removing any possibility that such responsibility might be neglected on the grounds of indefinite expectations concerning federal support. It would, of course, be necessary to work out adjustments in the arrangements (incorporated in the Act) to permit any province to finance higher education through its own tax system.

b) The federal government should adopt, as the basis for grants, a formula designed to take into account the principal elements in operating costs, including an index reflecting changes in costs. Such a formula could serve as a guide to provincial governments in determining their grants and could thus play a major role in enabling meaningful estimates of income.

Among the elements which C.A.U.T. believes essential in any formula for public grants are the following :—

1) The formula should use a "per student" basis rather than a "*per capita*" basis. Such a principle explicitly recognizes the importance of equal opportunity for university students and the fact that university trained people, being among the most mobile members of our labour force, are likely to serve parts of the country distant from their place of education. The switch to a "per student" basis should not be permitted to affect adversely the financial position of any university; in the case of Newfoundland, this would probably necessitate a higher "per student" grant.

The decision concerning which students are to be eligible for grants might depend on definitions worked out by the Canadian Universities Foundation or, if such a body were judged desirable on other counts, by a universities grants commission.

The basis for grants and for eligibility currently used by the C.U.F. to be modified as follows :—

- i) An added grant should be made available for each graduate student, so that the total grant for them represents (on the average) the same explicit proportion of operating cost per student as that available for undergraduates.
- ii) The part-time students enrolled in courses leading to a degree should be supported. Universities engaged in programmes serving such students may eventually be compelled to give them up unless such programmes can be put on an equal footing with full-time work.

2) In the formula, the grant per student should be adjusted by an index of operating costs per student, as a means of insuring prompt adjustment of operating income to changing unit costs.

Again the index used might be that worked out by the C.U.F. While the grant should be based on the enrolment of students in the academic year in which the grant is given, the index of operating cost per student used for adjustment of the grant per student might be that of the immediately preceding academic year. This would serve two purposes — it would enable the calculation of the grant early in the academic year to which it is related, and it would serve as an assurance to the federal government that universities are anxious to prevent extravagance.

While a formula based on the above considerations would not remove all the shortcomings of the federal grants, C.A.U.T. considers that without greatly complicating the basis for grants, it would enable a major step toward higher, and more uniformly high, standards of university education, particularly if it were to provide a guide to provincial governments in their grants programme.

FEDERAL AID TO UNIVERSITIES*

J. F. EARL

The financial problems of Canada's universities have been receiving an increased amount of attention and publicity in recent months. With university enrolments expected to rise by about 200,000 in the next decade these problems are likely to become more and more acute unless corrective action is taken at an early date. The case for federal aid has already been argued and generally accepted and requires no further elaboration here. It seems fairly obvious that only the federal government has the necessary jurisdiction and resources to remedy the situation. What remains to be done is work out the details of an adequate and equitable federal assistance program (and, of course, convince the politicians that it should be acted upon).

There are many ways in which the federal authorities could assist the universities. A satisfactory program should encompass several of these, including capital and operating grants, research grants, tax incentives to encourage increased donations, a system of national scholarships, and special assistance for those universities heavily committed in the fields of medical and other forms of graduate education. The centrepiece of such a comprehensive program would almost certainly be a system of annual operating grants. It is this subject that will be discussed in the paragraphs that follow.

The practice of establishing the amount of federal assistance for operating purposes in terms of so many dollars per capita

*This is a revised version of a section of a brief prepared by the Association of University of New Brunswick Teachers for submission to The New Brunswick Royal Commission on Higher Education.

and allocating this total on the basis of provincial population has been employed since the first grants were given in 1951-52. This technique has never been considered entirely satisfactory. It was, nevertheless, welcomed at the time as the first concrete evidence that the federal authorities had recognized the national importance of higher education and the serious financial plight of the universities. Today, dissatisfaction is more general and more openly expressed. Most critics hold that the amount of assistance is entirely inadequate; some that the method of allocation is inconsistent with generally accepted principles of equity. Even a cursory review of the facts indicates the desirability, even necessity, of a new program if the universities are to carry out their assigned tasks. In particular the present program appears to be deficient in three important respects.

1. The annual contribution of the federal government is an unstable and uncertain proportion of university operating expenditures. Over the three year period from 1958-59 to 1960-61 the amount of federal assistance per student in each province declined by the following amounts :

Newfoundland	9%
Prince Edward Island	25%
Nova Scotia	13%
New Brunswick	14%
Quebec	made separate agreement for 1960-61
Ontario	12%
Manitoba	13%
Saskatchewan	17%
Alberta	20%
British Columbia	16%

Even a substantial increase in the per capita grant — the recently announced increase of \$0.50 would hardly qualify as substantial — would only temporarily relieve the situation. With university enrolments expected to increase at an annual average rate of 10%, population increasing at an annual rate of under 3%, and the per capita grant held constant for several years, the per student grant must decline. To make matters even worse the costs of education have been increasing at an average annual rate of approximately 8%¹, and will no doubt continue to do so if the universities are to provide students with the best and most advanced type of education.

¹Operating costs rose from \$703 to \$1,412 per student over the period 1950-51 to 1959-60. See *Financial Needs of Canadian Universities and Colleges, 1960*, Ottawa, Canadian Universities Foundation, Table 2.

The net effect of the use of present techniques is uncertainty for those responsible for formulating university policies, and instability of university revenues. A new method of determining the amount of federal assistance must be devised if these difficulties are to be overcome.

2. The distribution of federal aid is inequitable. Although equity is normally an important consideration in the formulation of government financial policies it was given only token recognition when the present allocation formula was devised. Provincial population is at best a very rough measure of provincial need. Interprovincial differences in per capita income, population composition, and number of university students, to name but three of the relevant variables, are given no weight when this criterion is used. As a consequence, numerous disparities arise. For example, in 1960-61 the amount of federal assistance per student in Nova Scotia was \$186.92, as compared to \$318.64 in Ontario. While part of this difference can be attributed to the 5 year high-school program in Ontario it is still rather anomalous that the wealthiest province should receive so much more assistance per student than a province with a much lower per capita income.

The need for an adequate supply of highly skilled and specialist personnel in a modern society is axiomatic. Only the universities can provide these skills. If the universities in the poorer regions of Canada are permitted to lag behind in the quantity and quality of service they provide not only do these regions suffer, but the cultural, intellectual and economic life of the nation must suffer as well. Surely, then, it would be in the national interest to assure the universities in these regions an adequate and equitable amount of financial assistance. This will be impossible so long as the present arrangements remain in force.

3. Finally, the present program makes no provision for special assistance to those universities, mostly in the poorer provinces, that have been admitting an ever increasing and disproportionate number of students from other parts of Canada. In some cases more than 50% of the students enrolled at Maritime universities are non-residents. It would be unreasonable to expect these institutions or the provincial authorities

that help support them to accept this state of affairs indefinitely. Several universities have already announced that they will admit only a limited number of "outsiders" in 1962-63. The best way to forestall further moves in this direction, and thus assure all Canadians seeking higher education the utmost freedom of choice, would be a promise of some form of compensatory financial assistance.

Granted that changes in the present program are desirable, what form should they take? Given the constitutional separation of powers in Canada, all that can be expected is a plan that will reduce the most obvious inequities in the present system. A reasonable objective for federal policy, and one that could easily be attained, would be a system of grants that would assure qualified Canadians in all regions of the country access to universities that could provide at least minimum standards of service. The formula discussed below has been designed with this end in view. It has been assumed throughout that objective criteria should be employed wherever possible, and that a high degree of automaticity is desirable.

A logical and necessary first step in the development of a sound federal assistance program would be the abandonment of the technique of establishing the amount of the operating grant on a per capita basis. This practice merely gives an impression of reasonableness that the facts belie. The programs of (a) determining the total amount of assistance and (b) allocating it among the universities are quite distinct. Different criteria should be employed in each case. The former problem will be dealt with first.

The government should undertake a detailed study of the entire subject of university finance. The financial needs of the universities, having thus been determined in a rational way, could then be weighed against other legitimate claims on the federal treasury, and a realistic compromise reached. An amount of assistance for the first year of the program could then be appropriated. The size of this appropriation must of course be consistent with the tasks the universities are required to perform; otherwise requests for revision will be an annual occurrence.

Once the initial level of assistance has been determined the problem of annual adjustment can be readily solved. If, for example, the appropriation for Year I of the new program were \$36 million² the total for the next year could be obtained by adjusting the total grant upward in proportion to the increase in university enrolments³. This procedure would at least guarantee the nation's universities a constant amount of federal assistance per student. It would also be highly desirable to adjust the annual appropriation by an index which measures changes in the costs of education. If this procedure proved infeasible for technical reasons periodic adjustments would be necessary. The acceptance of this plan would correct the most obvious defects in the present program. This in turn should permit university officials and provincial governments to formulate their policies with greater certainty and foresight.

The second problem is to devise a formula for distributing the annual appropriations in an equitable manner. Assuming that the provinces retain autonomy in the field of education provincial shares must first be determined⁴. The most acceptable criteria to employ in determining these shares are need and fiscal ability. An accurate measure of provincial need is therefore a requisite.

The present basis for grants — provincial population — has been rejected for reasons already stated, and also because it is not directly related to provincial needs. Two provinces, similar in all other respects, could well have significantly different numbers of persons to educate. Actual university enrolments would be a somewhat better measure, but still defective in one important respect. Young people in the underdeveloped regions of the country will ordinarily find it more difficult to attend university than their counterparts elsewhere. Any assistance program that discriminates against these poorer regions must be rejected as inequitable.

²All figures used in this discussion are hypothetical.

³Projected enrolments could be used as a first approximation to the size of the grant. This total could then be revised when the figures on current enrolments are available — probably early in November.

⁴The present technique of dividing the provincial shares among the universities in each province could be retained.

An adequate and objective measure of provincial need that avoids the above difficulties is the number of persons in each province in what might be termed the "university age group". For example, all persons in the 16-24 age bracket could be considered potential university entrants for the purpose of allocating federal aid. These particular limits appear to be fairly realistic in terms of the ages of most university students. Grants would then be distributed to each province on a per capita basis (per capita referring to the university age group and not to provincial population as at present).

A basis for grants having been established the next problem is to select a technique for determining their magnitude. Equity requires that the size of each province's grant bear some relationship to the ability of that province to support the universities within its jurisdiction. While there are probably several variables that should ideally be employed to measure provincial ability the most important are provincial per capita income and the age distribution of the province's population. Ability is therefore defined as a function of these two variables. Two technical concepts must now be introduced, the Standard Grant and Standard Effort. These will be explained by means of a numerical example.

Assume as above that the total appropriation is \$36 million, and that the nation's university age group population is 3 million. On the average grants will be $\frac{\$36 \text{ million}}{3 \text{ million}} = \12.00 per capita. This is called the Standard Grant. It is used as a basis for adjustments and, when combined with the yield of a Standard Effort, as a measure of provincial ability.

The term Standard Effort refers to a hypothetical tax. If National Income were \$36 billion, a flat-rate income tax of .1%, levied by the federal government, would yield the necessary \$36 million of assistance. This is the Standard Effort. The ability of a province to support its universities can be measured by calculating the per capita yield of a Standard Effort by that province. Suppose, for example, that a Standard Effort by Province A yielded \$9 per capita. The ability of this Province would then be $9/12 \times 100 = 75\%$ of the national average (i.e. 25%

less than the national average). An adjustment factor of 1.25 should then be applied to the Standard Grant to determine the size of the pre capita grant for Province A, $\$12 \times 1.25 = \15 per capita of the university age group.

An adjustment factor for each province could be calculated in the same way and the provincial grant determined accordingly. Provinces that have below average per capita incomes and/or above average university age group populations will receive more than the Standard Grant; provinces with above average per capita incomes and/or below average university age group populations will receive less than the Standard Grant. In each case the adjustment will be in exact proportion to provincial ability as defined above. The total amount of assistance going to each province will be a function of provincial need.

One final matter remains to be considered. Provinces with a disproportionate number of non-resident students at their universities must receive some form of compensation if restrictions on inter-provincial education are to be avoided. A fairly straightforward way of doing this would be to give supplementary assistance to those provinces who are educating an above average number of students when this is due to a greater than average enrolment of non-residents. Suppose that in a given year 6% of those in the university age group were at university, and that on the average 20% of these were attending universities outside their province of residence. Then a province with enrolments equal to, say, 8% of its university age group, and a non-resident enrolment equal to 40% of this total, would qualify for supplementary assistance. A formula for determining the amount of this assistance could be readily devised if the principle were accepted. While the amount of money necessary to implement a compensatory scheme of this type would be small, it would in practice go to the poorer provinces (the Maritimes) where the need is greatest.

The question of federal aid to higher education has not yet received the careful attention it deserves. It is hoped that the ideas presented in this paper will encourage further discussion of this vital issue.

NOTICE OF PERSONS AVAILABLE FOR APPOINTMENT

PHILOSOPHY. 36, Swiss citizen, single Protestant, desires teaching position with research, all subjects of philosophy except logic, phenomenology of Religion. 7 years studies Universities of Zurich and Basle, Switzerland. Editorial experience. Languages: German, French, English (diploma University of Zurich) Latin, Old Greek, Italian. Will accept to teach languages if facilitates appointment. Particulars at disposal. Please write Box No. 3, Canadian Association of University Teachers, 77 Metcalfe Street, Ottawa.

MODERN LANGUAGES (mainly French). 24, Roman Catholic. Open Scholar, Lady Margaret Hall. Two years' teaching experience. For particulars write Box No. 4, Canadian Association of University Teachers, 77 Metcalfe Street, Ottawa.

ORGANIC CHEMIST-BIOCHEMIST. First doctorate and D.Sc., 70 research publications. Write Box No. 5, Canadian Association of University Teachers, 77 Metcalfe Street, Ottawa.

ACCOUNTING-Commercial Law. Dalhousie graduate in Commerce and Law, business experience. Write Box No. 6, Canadian Association of University Teachers, 77 Metcalfe Street, Ottawa.

CANADIAN SOCIETY OF ZOOLOGISTS

The mid-year meeting of the Canadian Society of Zoologists will be held on Tuesday, 8 January 1963, at 9:30 a.m. in the lecture theatre of the National Research Council, Ottawa.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1962-63*

Arranged in order of the average minima for the three professoral ranks.

<i>Institution</i>	<i>Deans</i>	<i>Department Heads, Directors</i>	<i>Full Profs.</i>	<i>Assoc. Profs.</i>	<i>Assist. Profs.</i>	<i>Lecturers, Instructors, etc.</i>
	\$	\$	\$	\$	\$	\$
University of British Columbia :						
Minimum	—	12,000	none	9,000	7,000	Instructors II : 5,500 minimum ;
Maximum	—	—	none	—	—	Instructors I and Lecturers :
Annual Increment	—	—	—	—	—	no minimum
Université Laval :						
Minimum ¹	—	—	12,000	9,000	7,000	Assistants : 6,000 x 250 to 7,000
Maximum ¹	—	—	14,000	11,000	8,900	
Annual Increment	—	—	100	150	200	
U. Laval (Faculté de Commerce) : ²						
Minimum	no extra salary		12,000	9,000	7,000	
Maximum	no extra salary		15,000	12,000	9,000	Not stated
Annual Increment			not stated			
McMaster University :						
Minimum	14,430	according	12,000	9,000	7,020	Lecturers (including
Maximum	16,710	to rank	15,390	11,310	8,730	Sessional Lecturers) :
Annual Increment			not stated			6,000 - 7,140
The University of Manitoba :						
Minimum	13,650	not stated	12,000	9,000	7,000	Lecturers : up to 6,900
Maximum	—	no ceiling	—	11,900	8,900	
Annual Increment		annual increases are based on merit				
Osgoode Hall Law School :						
Minimum	No	N/A	12,000	9,000	7,000	Lecturers : 5,500 - 7,000
Maximum	fixed		18,000	11,500	8,500	
Annual Increment	scale			None stated		
Queen's University at Kingston :						
Minimum	not stated	not stated	12,000	9,000	7,000	Lecturers : minimum 5,500
Maximum		no maximum	no maximum			
Annual Increment		not stated	not stated			

University of Saskatchewan :				Lecturers : 5,000 x 200 to 6,800 ; Instructors : 5,000 x 200 to 6,900			
Minimum	13,300	not applicable	12,000 ³	9,000	7,000		
Maximum	none		13,200 ³	11,800	8,800		
Annual Increment				none			
University of Toronto :				Lecturers : 5,500 - 7,000 ; Associates (Dentistry and Medicine) : no scale ; Instructors, Demonstrators, Readers, etc. : no formal scale			
Minimum		12,000		9,000	7,000		
Maximum		none		11,500	9,000		
Annual Increment		no regular annual increments					
Trinity College :				Lecturers : 5,500 minimum ; Instructors : 4,500 minimum			
Minimum	12,500	12,500	12,000	9,000	7,000		
Maximum		none established		up to next minimum			
Annual Increment		varies within each rank based upon ability with no minimum established					
Victoria College (B. C.) :				Instructors II : 5,500 minimum ; Senior Instructors, Instructors I, and Lecturers : no minimum			
Minimum	not stated	not stated	12,000	9,000	7,000		
Maximum	—	—	—	—	—		
Annual Increment							
Victoria University (Toronto) :				Lecturers : 5,500 - 7,000			
Minimum	14,000	no limit set	12,000	9,000	7,000		
Maximum		no amount set		11,500	8,500		
Annual Increment							
York University :				Lecturers : 6,000 Instructors : 4,500			
Minimum		12,000	not stated	9,000	7,000		
Maximum			not stated				
Annual Increment							
University of Alberta :				No fixed scale for lecturers or instructors			
Minimum	13,000	12,250	12,000	9,000	6,500		
Maximum		not stated		11,700	8,700		
Annual Increment		not stated		400	400		
The University of Waterloo : ⁵				Lecturers : minimum 5,500			
Minimum	14,000	11,800	11,200	9,000	7,000		
Maximum		none stated		none stated			
Annual Increment							

*Data from Higher Education Section, Education Division, Dominion Bureau of Statistics.

¹Supplement of \$1,500 — 3,000.

²Revisions may be made during 1962-63. Scales given are unrevised.

³Professors "B" (professors of distinction).

⁴Salary increases are given on the basis of merit in varying amounts.

⁵Based on two terms in Waterloo's three-term year.

<i>Institution</i>	<i>Deans</i>	<i>Department Heads, Directors</i>	<i>Full Profs.</i>	<i>Assoc. Profs.</i>	<i>Assist. Profs.</i>	<i>Lecturers, Instructors, etc.</i>
	\$	\$	\$	\$	\$	\$
University of Ottawa :						
Minimum	14,000	11,500	11,000	9,000	7,000	Lecturers : 5,500 x 300 to 7,500
Maximum	20,000	15,500	15,000	11,500	9,500	
Annual Increment	1,000	300	300	300	300	
Université de Sherbrooke :						
Minimum	15,000	no	11,300	9,000	6,700	Chargés d'enseignement : 5,600 x 300 to 8,600
Maximum	18,000	additional	14,000	11,400	10,000	
Annual Increment	500	salary	300	300	300	
University of Western Ontario :						
Minimum	Based on responsibility	and merit	11,000	9,000	7,000	Lecturers : 6,000 up
Maximum	None	None	None	None	up	Instructors : 5,500 up
Annual Increment					None	
Royal Military College : ⁶						
Minimum	not stated	not stated	10,800	8,760	7,320	Lecturers : 5,220 x 240 - 300 to 6,540
Maximum	—	14,200	—	10,300	8,760	
Annual Increment		not stated		360-420	360	
Carleton University :						
Minimum	none specified	none specified	10,500	9,000	7,000	No specific scales for staff below the rank of assistant professor
Maximum				none specified		
Annual Increment				not stated		
McGill University :						
Minimum	Not	11,500	11,500	8,500	6,500	Lecturers and Instructors : minimum 5,000
Maximum	stated		not stated	not stated		
Annual Increment			not stated			
Ecole Polytechnique : ⁷						
Minimum	16,000	13,200	11,000	8,640	6,780	Assistants : 5,100 minimum Démonstrateurs : 5,000 minimum
Maximum		no fixed maximum	maximum			
Annual Increment		granted on merit	on merit			
Loyola College :						
Minimum	not stated	not stated	10,750	8,600	6,880	Lecturers : 5,500 x 290
Maximum	not stated	not stated	15,000	11,020	8,800	minimum to 7,150
Annual Increment	not stated	not stated		290 minimum		

Ontario Agricultural College .⁸

Minimum	not stated	11,500	10,500	8,600	6,900	Lecturers : 5,500 x 250 - 300 to 6,600 ;
Maximum		13,500	12,500	10,500	8,600	Scientists Gr. 1, 2, 3 : 4,800 x 200 -
Annual Increment		500	500	400-500	300-400	300 to 7,800 ; Research Scientists Gr.
						1, 2, 3, 4 : 4,800 x 200 - 500 to
						10,500 ; Assistants : 4,800 x 200 -
						250 to 5,750.

Ontario Veterinary College :

Minimum	no fixed scale	11,500	10,500	8,600	6,900	Lecturers : 5,500 x 250 to 6,000 and
Maximum		13,500	12,500	10,500	8,600 ⁵	x 300 to 6,600 ; Assistants : 4,800 x
Annual Increment		500	500	400 to 9,000 ; then 500	300 to 7,800 ; then 400	200 to 5,000 and x 250 to 5,750

Laurentian University of Sudbury :

Minimum	one dean only	not stated	9,500 up	8,500	7,500	Lecturers : 5,500 - 7,000
Maximum			not stated	10,000	8,500	
Annual Increment						

Brandon College :

Minimum	—	10,200	—	8,500	6,500	Lecturers and Instructors :
Maximum	—	none set	—	10,200	8,500	5,000 - 6,500
Annual Increment				not fixed in advance		

Bishop's University :

Minimum	11,250	—	10,250	8,000	6,500	Lecturers : 5,500 - 6,500
Maximum	11,750	—	11,750	10,250	8,000	
Annual Increment	—	—	—	—	—	

Assumption University of Windsor :

Minimum	no scale	rank with reduced work load	10,000	8,000	6,300	Lecturers : 5,000 x 100 - 300 to 7,100
Maximum			14,500	11,500	9,100	
Annual Increment	—	—	100-300	100-300	100-300	

Sir George Williams University .⁹

Minimum	not stated	not stated	10,500	8,300	5,500	Lecturers : 5,000 - 7,000 ;
Maximum			12,400	10,500	8,000	Demonstrator (Senior) : 3,500 - 5,000
Annual Increment				not stated		

⁶Revisions for deans only may be made during 1962-63.

⁷Revisions planned during 1962-63. Scales given are unrevised.

⁸Revisions may be made during 1962-63. Scales given are unrevised.

⁹Revisions planned in Fall 1962. Scales given are unrevised.

<i>Institution</i>	<i>Deans</i>	<i>Department Heads, Directors</i>	<i>Full Profs.</i>	<i>Profs. Assoc.</i>	<i>Assist. Profs.</i>	<i>Lecturers, Instructors, etc.</i>
<i>Huron College :</i>						
Minimum	\$	\$	\$	\$	\$	\$
Maximum	not stated	10,500	not stated	8,250	6,500	Lecturers : minimum 5,000
Annual Increment	not stated		not stated	not stated		
<i>Memorial U. of Newfoundland :</i>						
Minimum	11,400	9,500	9,500	8,500	7,000	Lecturers : 4,000 - 6,000 ;
Maximum	11,400	10,000	10,000	9,000	8,500	no increment stated
Annual Increment	none			100		
<i>United College :¹⁰</i>						
Minimum	12,000	—	9,500	8,000	6,500	Lecturers : 4,800 - 6,400
Maximum	12,000	—	11,000	8,300	7,500	
Annual Increment			not stated			
<i>Waterloo Lutheran University :</i>						
Minimum	not stated	no additional salary	9,550 open	8,050 ¹¹	6,450 ¹²	Lecturers I : 4,800 x 250 to 6,800 ;
Maximum				10,150	8,550	Lecturers II : 4,800 x 150 to 6,600
Annual Increment	—		400	350 ¹¹	300 ¹²	
<i>St. Mary's University :</i>						
Minimum	no scale		9,500	8,000	6,200	Lecturers : 5,000 x 300 to 6,200
Maximum	no scale		—	9,500	8,000	
Annual Increment	no scale		150	200	200	
<i>University of New Brunswick :</i>						
Minimum	not stated	9,500	9,500	8,000	6,000	Lecturers : minimum 3,500
Maximum			none stated	none stated		
Annual Increment						
<i>Nova Scotia Technical College :</i>						
Minimum	—	9,000	9,000	8,000	6,000	Lecturers : 4,000 to 6,500 ;
Maximum	—	12,000	12,000	9,500	8,000	Demonstrators : 3,120 x 120 to 3,720
Annual Increment	—	250	250	250	250	
<i>Mount Allison University :</i>						
Minimum ¹³	11,000	9,100	8,600	7,700	6,500	Lecturers : 5,000 - 6,400
Maximum ¹³	11,000	10,000	8,700	8,000	7,500	
Annual Increment			not fixed			

A LETTER TO THE EDITOR :

Mr. S. R. Mealing, Editor,
The C.A.U.T. *Bulletin*,
Carleton University,
Ottawa, Ontario,
DEAR MR. MEALING :

11 June 1962

This letter is to add information to the interesting and informative article entitled "Higher Education : Crisis and Contradiction" by Raymond Rodgers, which appeared in the February issue of your *Bulletin*. We were extremely pleased at the Institute to see one of our prime functions recognized by Dr. Rodgers, since we do feel we are providing valuable service to specifically Canadian research problems. However, I was a little concerned by the parenthetical remark about being "affiliated with, and financed by an American organization". It is true that the Arctic Institute of North America receives much of its support for contract research and grants for specific projects from United States agencies, but it has always received significant and generous contributions from Canadian industry, individuals, and continuing support from at least two Canadian Government sources. These funds have been unrestricted in their use and have been applied to research projects and individuals that might never have profited from specific research projects.

We are anxious that these very important contributions should be recognized in Canada, because of the generosity of the individuals involved and the significance of the work done with the funds.

The Arctic Institute of North America in Canada and the United States is effectively one organization, the Governors being identical; and the Head Office is by Constitution in Montreal. We are not a part of McGill University, although there has been a close and I believe mutually satisfactory association over many years, while the donation of premises to the Institute by McGill has been one of the most significant sustaining contributions in our work.

I hope that you will publish this letter in order to amplify one of the important points made by Dr. Rodgers.

Yours sincerely,

MICHAEL MARSDEN
Director, Montreal Office
Arctic Institute of North America

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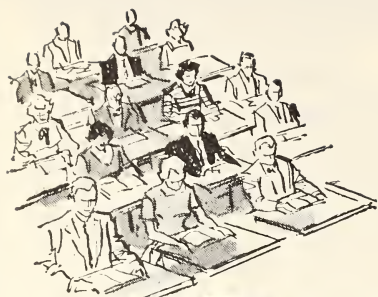
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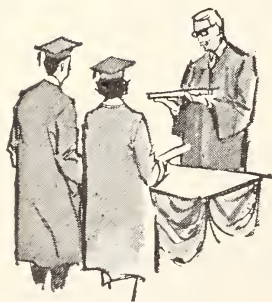
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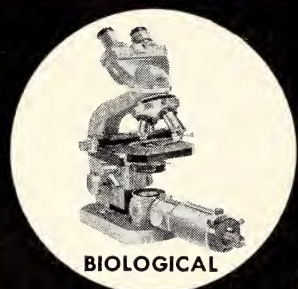
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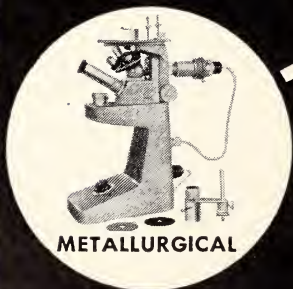
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